

Message Text

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ACTION SNM-02

INFO OCT-01 IO-13 ISO-00 ONY-00 /016 W
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FOR S/NM AND IO/HDC ONLY

EO 11652: NA
TAGS: SNAR UN
SUBJ: UPDATE OF GUDGET MATERIAL

REF: NICKOLSON/KAVANAUGH TELCON JUNE 21

FOLLOWING IS MISSION'S PROPOSED UPDATE OF BUDGET MATERIAL
REQUESTED REFTELCON. THIS COVERS ONLY FIRST FOUR PAGES OF
TEXT FORWARDED BY NICHOLSON. REVISION OF APPROPRIATE
SECTIONS OF SUBSEQUENT PAGES WILL FOLLOW SEPTTEL.

QUOTE:

UN FUND FOR DRUG ABUSE CONTROL

BEGIN TEXT:

UNITED STATE INTERNATIONAL NARCOTICS CONTROL
PROGRAMS ARE ROOTED IN THE U.S. NATIONAL INTEREST. THE
DEPARTMENT OF STATE REQUESTS AND RECEIVES APPROPRIATIONS
FROM CONGRESS FOR THESE PROGRAMS BECAUSE REDUCING THE
PRODUCTION AND TRAFFICKING OF ILLICIT DRUGS ABROAD HELPS
REDUCE THE FLOW OF THESE DRUGS INTO THE U.S. FOR A NUMBER
OF REASONS, THE U.S. HAS CHOSEN, WHENEVER POSSIBLE, TO
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WORK BILATERALLY WITH INTERESTED GOVERNMENTS:

-- BILATERAL PROGRAMS CAN GENERALLY FOCUS CLEARLY ON
MATTERS OF DIRECT CONCERN TO THE U.S., WHILE MULTILATERAL
INSTITUTIONS MUST ACCOMODATE A VARIETY OF NATIONAL
INTERESTS, MANY OF WHICH REFLECT OUR CONCERNS WHILE OTHERS
DO NOT.

-- THE DETAILED AGREEMENTS GOVERNING OUR BILATERAL PROGRAMS ENABLE US TO FOLLOW CLOSELY A PROJECT'S PROGRESS AND TO MONITOR THE HOST GOVERNMENT'S USE OF RESOURCES PROVIDED. FUNDS CONTRIBUTED TO AN INTERNATIONAL ORGANIZATION CANNOT BE SO CLOSELY CONTROLLED, ALTHOUGH WE HAVE RECEIVED COOPERATION IN OUR EFFORTS TO MONITOR THEM.

-- IN SOME MATTERS, SUCH AS THE EXCHANGE OF NARCOTICS INTELLIGENCE, GOVERNMENTS CAN WORK TOGETHER MORE CLOSELY THAN CAN A GOVERNMENT AND AN INTERNATIONAL ORGANIZATION.

THIS BEING SAID, THE U.S. HAS CONSISTENTLY RECOGNIZED THE VALUE OF CREATING AND SUPPORTING INTERNATIONAL ORGANIZATIONS FOR NARCOTICS CONTROL PURPOSES. SINCE 1971 OUR CONTRIBUTIONS HAVE VARIED BETWEEN \$2 AND \$5 MILLION PER YEAR TO UNFDAC AND HAVE AVERAGED ABOUT \$100,000 ANNUALLY TO THE COLOMBO PLAN. TWO MAIN JUSTIFICATIONS BUTTRESS OUR SUPPORT. FIRST, UNFDAC PROGRAMS COMPLEMENT BILATERAL U.S. PROGRAMS BY EMPHASIZING ASSISTANCE TO COUNTRIES WHOSE COOPERATION IS ESSENTIAL TO ACHIEVE U.S. GOALS, BUT WHERE THERE ARE OBSTACLES TO BILATERAL COOPERATION. AFGHANISTAN, TURKEY (IN 1975) AND BURMA ARE THREE EXAMPLES OF MAJOR AREAS OF OPIUM POPPY CULTIVATION WHERE PROGRAMS UNDER INTERNATIONAL (UNFDAC) AUSPICES WERE MORE ACCEPTABLE POLITICALLY THAN BILATERAL LIMITED OFFICIAL USE

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ASSISTANCE.

SECOND, MULTILATERAL ACTIVITY UNDERSCORES OUR LONG-STANDING CONTENTION THAT DRUG ABUSE IS AN INTERNATIONAL PROBLEM AND DEMONSTRATES OUR DETERMINATION TO FIGHT IT WORLD-WIDE. IT THEREBY INCREASES THE POSSIBILITY THAT OTHER GOVERNMENTS WILL DEVOTE RESOURCES TO COUNTER DRUG ABUSE AND COOPERATE INTERNATIONALLY IN THIS FIELD. UNFDAC, FOR EXAMPLE, ESTIMATES THAT LOCAL COUNTERPART CONTRIBUTIONS TO SUPPORT UNFDAC-FINANCED PROJECTS ACTUALLY EXCEED THE TOTAL CASH CONTRIBUTIONS RECEIVED BY THE FUND.

SINCE ITS ESTABLISHMENT IN 1971 AS THE RESULT OF A U.S. INITIATIVE, THE FUND HAS HAD, UNTIL RECENTLY, GREAT DIFFICULTY IN GENERATING LARGE AND SUSTAINED CONTRIBUTIONS FROM OTHER COUNTRIES. THE U.S. HAS CONTRIBUTED 80 PERCENT OF UNFDAC'S RESOURCES AND, AS THE SENATE APPROPRIATIONS COMMITTEE HAS POINTED OUT, EXCESSIVE RELIANCE ON THE U.S. COULD INJURE THE FUND'S INTERNATIONAL CHARACTER.

OVER THE PAST YEAR, HOWEVER, THE FUND HAS UNDERTAKEN

A MAJOR EFFORT TO SOLICIT CONTRIBUTIONS AND SIGNS ARE APPEARING THAT THESE EFFORTS WILL BE FRUITFUL. A FUND CAMPAIGN TARGETED TOWARDS THE NORDIC COUNTRIES HAS RESULTED IN A TOTAL SWEDISH CONTRIBUTION OF OVER \$500,000 FOR 1977. THE FUND IS IN THE FINAL STAGES OF NEGOTIATIONS WITH NORWAY FOR A CONTRIBUTION TO SUPPORT THE ENTIRE UNFDAC/BURMA PROGRAM, WITH THE EXCEPTION OF ITS LAW ENFORCEMENT ASPECTS. THIS CONTRIBUTION WILL TOTAL, OVER THE 5-YEAR LIFE OF THE PROGRAM, THE SUM OF \$5,385,000. THE GOVERNMENT OF DENMARK IS CURRENTLY CONSIDERING A SIGNIFICANT CONTRIBUTION. UNFDAC HAS PROPOSED TO THE DANES THE FINANCING OF A NARCOTICS-RELATED HEALTH PROJECT IN AFGHANISTAN WITH A TOTAL PRICE-TAG OF \$450,000.

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UNFDAC IS FOLLOWING-UP THESE BREAKTHROUGHS WITH APPROACHES TO OTHER GOVERNMENTS, HOPING TO MAINTAIN THE MOMENTUM THEY HAVE GENERATED. TO ASSIST ITS EFFORTS, THE U.S. HAS PROVIDED TO THE FUND THE SERVICES OF A PROJECTS-DEVELOPMENT OFFICER, WHO WILL DESIGN NARCOTICS-CONTROL RELATED PROJECTS IN MAJOR PROBLEM AREAS (AFGHANISTAN BEING THE FIRST) AND THEN ASSIST IN THEIR PRESENTATION TO POTENTIAL DONOR GOVERNMENTS TO SOLICIT FUNDS FOR THEIR EXECUTION.

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UNFDAC'S SUBSTANTIVE PERFORMANCE CONTINUES SATIS-
FACTORY FROM THE U.S. POINT OF VIEW. IN ADDITION TO ITS

WELL-KNOWN AND SUCCESSFUL PROGRAMS IN THAILAND, TURKEY AND AFGHANISTAN, IT UNDERTOOK IN 1976 TWO MULTIMILLION DOLLAR PROGRAMS, ONE IN PAKISTAN AND THE OTHER IN BURMA. THE BURMA PROGRAM IS PARTICULARLY SIGNIFICANT BECAUSE THE BURMESE ARE NORMALLY RELUCTANT TO ACCEPT BILATERAL U.S. ASSISTANCE (THOUGH THEY HAVE ACCEPTED 18 HELICOPTERS FOR US). THE UNFDAC PROGRAM, WHICH WILL RUN FOR FIVE YEARS AT A TOTAL COST OF \$6.5 MILLION, WILL EMBRACE CROP REPLACEMENT, TREATMENT AND REHABILITATION, PREVENTIVE EDUCATION, SOCIAL WELFARE AND LAW ENFORCEMENT. BURMA'S COUNTERPART CONTRIBUTION IN LOCAL CURRENCY WILL ROUGHLY EQUAL UNFDAC'S PLANNED EXPENDITURE FOR THE PROGRAM.

TWO EVALUATION REPORTS HAVE BEEN PREPARED ON UNFDAC PROGRAMS. THE ONE COVERING THE UN/THAI PROGRAM (OCTOBER 1975) WAS CONSTRUCTIVE AND AFFIRMATIVE IN TONE. THE EVALUATORS FOUND GOOD PROGRESS TOWARDS IDENTIFYING CROPS WHICH COULD REPLACE OPIUM AND FOUND THAT WHERE REPLACEMENT CROPS WERE WELL ESTABLISHED, FARMERS HAVE VOLUNTARILY REDUCED OPIUM PRODUCTION TO A SIGNIFICANT EXTENT. THE EVALUATION MADE SEVERAL RECOMMENDATIONS TO UNFDAC AND THE THAI GOVERNMENT, INCLUDING THAT THE PROJECT BE CONTINUED TO THE END OF ITS TERM AND THAT THE THAI GOVERNMENT BE INVITED TO PLAN THE EXTENSION OF THE PROJECT LIMITED OFFICIAL USE

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BEYOND ITS CURRENT SCOPE.

AN OUTSIDE EVALUATION REPORT ON THE UNFDAC LAW ENFORCEMENT PROJECT IN AFGHANISTAN WAS PREPARED IN MID-1976. IT FOUND THAT, "WITHIN THE LIMITS OF WHAT AN ISOLATED LAW ENFORCEMENT PROJECT CAN ACHIEVE BY ITSELF, THE PROJECT UNDER DISCUSSION HAS BEEN SHOWN TO HAVE BEEN WELL CONCEIVED AND ABLY, ENERGETICALLY AND EFFICIENTLY EXECUTED." AMONG THE RECOMMENDATIONS IN THE REPORT WERE THE FOLLOWING:

-- THE CURRENT AGREEMENT SHOULD BE EXTENDED FROM YEAR TO YEAR, PROVIDED RESULTS CONTINUE TO JUSTIFY INVESTMENT.

-- THE FUND AND THE GOVERNMENT SHOULD SEEK MEANS TO MONITOR THE PRODUCTION OF OPIUM AND CANNABIS THROUGHOUT AFGHANISTAN, IN ORDER TO MEASURE PROGRESS YEAR BY YEAR.

-- THE RECOMMENDATIONS PROPOSED FOR STRENGTHENING THE BORDER POLICE ALONG THE WESTERN FRONTIER SEEM WORTHY OF ACCEPTANCE BY UNFDAC AND THE GOVERNMENT.

-- IF DR. UCHTENHAGEN'S REPORT ON DRUG ADDICTION IN BADAKHSHAN SHOULD CONTAIN A WELL DEFINED, FEASIBLE

PROJECT, SERIOUS THOUGHT SHOULD BE GIVEN TO CARRYING IT OUT. (NOTE: THIS IS THE PROJECT DENMARK IS CONSIDERING FINANCING).

-- IF FINN CONSULT REPORT SHOULD WARRANT, UNDP AND FAO SHOULD CONSIDER SENDING A MISSION TO BADA KHSHAN TO WORK OUT A DETAILED RURAL DEVELOPMENT PLAN IN WHICH UNFDAC COULD CONSIDER PARTICIPATING.

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-- AN UNFDAC/FAO/UNDP MISSION SHOULD BE SENT TO NANGRAHAR TO DEVELOP A PILOT PROJECT FOR CROP REPLACEMENT AS PART OF A RURAL DEVELOPMENT PLAN.

-- WHEN CONCRETE PROPOSALS FOR DRUG ABUSE PROGRAMS HAVE BEEN ELABORATED FOR AFGHANISTAN, EFFORTS SHOULD BE MADE TO PERSUADE INTERESTED COUNTRIES AND ORGANIZATIONS TO MAKE SPECIAL CONTRIBUTIONS TO FINANCE THEM.

THE RESULTS OF AN INDEPENDENT EVALUATION BY THE AMERICAN INSTITUTE OF PUBLIC ADMINISTRATION OF THE FUND-FINANCED CENTRAL TRAINING UNIT WILL BE ISSUED SHORTLY. END TEXT.SORENSEN

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